

**EPA PROJECT XL**  
**Final Project Agreement for the**  
**Yolo County Accelerated**  
**Anaerobic & Aerobic Composting**  
**(Bioreactor) Project**

Draft-August 22, 2000  
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## Table of Contents for the Final Project Agreement

I.	Introduction to the Agreement	4
A.	Description of the Project and Its Purpose	4
B.	Description of the Facility/Community/Geographic Area	4
C.	Purpose of the Agreement	5
D.	List of the Parties that Will Sign the Agreement	6
E.	List of the Project Contacts	6
II.	Detailed Description of the Project	6
A.	Summary of the Project	6
B.	Description of the Specific Project Elements	7
III.	How the Project Will Meet the Project XL Acceptance Criteria	24
A.	Anticipated Superior Environmental Performance	24
B.	Flexibility and Other Benefits (such as cost savings, paperwork reduction and operational flexibility)	28
C.	Stakeholder Involvement and Support	29
D.	Innovative Approaches and Multi-media Pollution Prevention	29
E.	Transferability of the Approach to Other Entities or Sectors	30
F.	Feasibility of the Project	30
G.	Monitoring, Reporting, Accountability, and Evaluation Methods to be Used	30
H.	Avoidance of Shifting the Risk Burden to Other Areas or Media	31
IV.	Description of the Requested Flexibility and the Implementing Mechanisms	31
A.	Requested Flexibility	31
B.	Legal Implementing Mechanisms	33
V.	Discussion of Intentions and Commitments for Implementing the Project	34
A.	Yolo County's Intentions and Commitments	34
B.	EPA, State, and Local Agency's Intentions and Commitments	34
C.	Project XL Performance Targets	35
D.	Proposed Schedule and Milestones	35
E.	Project Tracking, Reporting, and Evaluation	36
F.	Periodic Review by the Parties to the Agreement	36
G.	Duration of the Project	37
VI.	Legal Basis for the Project	37
A.	Authority to Enter Into an Agreement	37
B.	Legal Effect of the Agreement	37
C.	Other Laws or Regulations That May Apply	37
D.	Retention of Rights to Other Legal Remedies	38

VII.	Unavoidable Delay During Project Implementation	38
VIII.	Amendments or Modifications to the Agreement	38
IX.	Transfer of the Project Benefits and Responsibilities to a New Owner	39
X.	Process for Resolving Disputes	39
XI.	Withdrawal From or Termination of the Agreement	40
	A. Expectations	40
	B. Procedures	41
XII.	Compliance After the Project is Over	41
	A. Orderly Return to Compliance if the Project Term is Completed and Not Extended	41
	B. Orderly Return to Compliance in the Event of Early Withdrawal or Termination	42
XIII.	Signatories and Effective Date	42

#### Figures

Figure 1.	Module D Expansion, Phase 1 and 2	8
Figure 2.	Module D Bottom Liner Cross-Section	8
Figure 3.	Module D Bottom Liner and Leachate Collection Trench Cross-Section	11
Figure 4.	Percent Settlement vs. Time for the 9000-ton Bioreactor Demonstration Project	22
Figure 5.	Cumulative Methane Volumes for the 9000-ton Bioreactor Demonstration Project	22

#### Tables

Table 1.	Yolo County's Typical Chemical Composition of Potential Liquid Amendments	14
Table 2.	Instrumentation Type and Location for the Bioreactor Project	16
Table 3.	Monitoring Parameters and Frequency for the Bioreactor	19
Table 4.	Landfill Gas Data for the 9000-ton Bioreactor Demonstration Project	20
Table 5.	Landfill Leachate Data for the 9000-ton Bioreactor Demonstration Project	23
Table 6.	Superior Environmental Performance	27
Table 7.	Project XL Delivery Schedule	36

## **I. Introduction to the Agreement**

### **A. Description of the Project and Its Purpose**

The County of Yolo Planning and Public Works Department (Yolo County), proposes to operate its next 20-acre landfill module near Davis, California as a controlled bioreactor landfill to attain a number of superior environmental and cost savings benefits. In the first phase of this 20-acre project, a 12-acre module has been constructed. This 12-acre module contains one 9.5-acre cell, which will be operated anaerobically, and a 2.5-acre cell aerobically. The County will construct the second phase of Module D in two years and depending on the results of the first phase of Module D, County may operate the second phase either anaerobically or aerobically. The second phase of Module D is not discussed in this proposal since the County intends to seek revision of the FPA in two years, to address any regulatory flexibility necessary for the second phase of Module D, when more data becomes available from phase one of this project. If, at that point, Yolo wishes to proceed with the 2nd phase of module D, then the parties will need to negotiate and sign a second FPA or addendum.

Co-sponsors of the project with Yolo County are the Solid Waste Association of North America (SWANA) and Institute for Environmental Management (IEM, Inc.). As part of this proposal, Yolo County is requesting that U.S. EPA grant site-specific regulatory flexibility from the prohibition in 40 CFR 258.28 Liquid Restrictions, which may preclude addition of useful bulk or non-containerized liquid amendments. The County is proposing to supplement the liquid addition with ground water, but would like to obtain the flexibility to possibly utilize other liquids such as gray-water from a waste water treatment plant, septic waste, gray water, and food-processing wastes that are currently land applied. Liquid wastes such as these, that normally have no beneficial use, may instead beneficially enhance the biodegradation of solid waste in a landfill for this project. The County intends to use leachate and groundwater first but if not enough liquid is available then other liquids will be used.

Yolo County also requests similar flexibility on liquid amendments from California and local regulatory entities. Several sections of the California Code of Regulations (CCR), Title 27, Environmental Protection, address the recirculation of liquids in lined municipal waste landfills. While the regulations do not specifically endorse bioreactors, regulatory flexibility is provided by the State of California for Management of Liquids at Landfills, and Leachate Handling. This regulatory flexibility is further discussed in this FPA in Section IV A.

### **B. Description of the Facility and Facility Operations/Community/Geographic Area**

The Yolo County Central Landfill (YCCL) is an existing Class III non-hazardous municipal landfill with two Class II surface impoundments for disposal of selected non-hazardous liquid wastes. This site encompasses 722 acres and is owned and operated by Yolo County. It is located at the intersection of Road 104 and Road 28H, 2 miles northeast of the City of Davis. The YCCL was opened in 1975 for the disposal of non-hazardous solid waste, construction debris, and non-hazardous liquid waste. Existing on-site operations include an eleven-year old landfill methane gas recovery and energy generation facility, a drop-off area for recyclables, a metal recovery facility, wood and yard waste recovery and processing area, and concrete recycling area.

Adjacent land uses include a wastewater disposal area (spray irrigation fields) operated by Hunt-Wesson west of the site until December 1999, and the City of Davis Wastewater Treatment Plant lagoons located immediately east and south of the landfill, which will be continuing in operation. The Willow Slough By-pass runs parallel to the southern boundary of the site. The remainder of land uses adjacent to the site are agricultural (row crops).

There are approximately 28 residences scattered within a 2-mile radius of the landfill. The closest residence is located 1,600 feet south of the landfill and city treatment plant lagoons, on the West Side of Road 105 south of the Willow Slough By-pass.

Groundwater levels at the facility fluctuate 8 to 10 feet during the year, rising from lowest in September to highest around March. Water level data indicate that the water table level is typically 4 to 10 feet below ground surface during winter and spring months. During summer and fall months, the water table is typically 5 to 15 feet below ground surface. In January 1989, the County of Yolo constructed a soil/bentonite slurry cutoff wall to retard groundwater flow to the landfill site from the north. The cutoff wall was constructed along portions of the northern and western boundaries of the site to a maximum depth of 44 feet and has a total length of 3,680 feet, 2,880 feet along the north side and 800 feet along the west. In the fall of 1990, irrigation practices to the north of the landfill site were altered to minimize the infiltration of water.

Additionally, sixteen groundwater extraction wells were also installed south of the cutoff wall in order to lower the water table south and east of the wall. The purpose was to depress the water table to provide vertical separation between the base of the landfill and groundwater.

Prior to placement of the slurry wall and dewatering system, the groundwater flow direction was generally to the southeast. Under current dewatering conditions, the apparent groundwater flow paths are towards the extraction wells located along the western portion of the northern site boundary. In essence, a capture zone is created by the cone of depression created by the ground water extraction system, minimizing the possibility of off-site migration of contamination.

### **C. Purpose of the Agreement**

This Final Project Agreement (“ the Agreement”) is a joint statement of the plans, intentions and commitments of the U.S. Environmental Protection Agency (“EPA”), the state of California, and Yolo County to carry out this project approved for implementation at the County’s solid waste landfill site near Davis, California. This Project will be part of EPA’s Project XL program to develop innovative approaches while providing superior environmental protection.

The Agreement does not create legal rights or obligations and is not an enforceable contract or a regulatory action such as a permit or a rule. This applies to both the substantive and the procedural provisions of this Agreement. While the parties to the Agreement fully intend to follow these procedures, they are not legally obligated to do so. For more detail, please refer to Section VI (Legal Basis for the Agreement).

Federal and State flexibility and enforceable commitments described in this Agreement will be implemented and become effective through a legal implementing mechanism (e.g. site-specific rule, rule or permit modification).

All parties to this Agreement will strive for a high level of cooperation, communication, and coordination to assure successful, effective, and efficient implementation of the Agreement and the Project.

**D. List of the Parties that Will Sign the Agreement**

The Parties to this Final Project XL Agreement are the United States Environmental Protection Agency (EPA), County of Yolo Planning and Public Works Department, and the State of California.

**E. List of the Project Contacts**

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**II. Detailed Description of the Project**

**A. Summary of the Project**

Sanitary landfilling is the dominant method of solid waste disposal in the United States, accounting for about 217 million tons of waste annually (U.S. EPA, 1997). The annual production of municipal solid waste in the United States has more than doubled since 1960. In spite of increasing rates of reuse and recycling, population and economic growth will continue to render landfilling as an important and necessary component of solid waste management.

In a Bioreactor Landfill, controlled quantities of liquid are added, and circulated through waste as appropriate, to accelerate the natural biodegradation and composting of solid and liquid waste components. This process significantly increases the biodegradation rate of waste and thus decreases the waste stabilization and composting time (5 to 10 years) relative to what would occur within a conventional landfill (30 years, to 50 years or more). If the waste decomposes (i. e., is composted) in the absence of oxygen (anaerobically), it produces landfill gas (biogas). Biogas is primarily a mixture of methane, a potent greenhouse gas, carbon dioxide, and VOC's, which are local air pollutants. Methane is also a fuel. This by-product of anaerobic landfill waste composting can be a substantial renewable energy resource that can be recovered for electricity or other uses. Other benefits of a bioreactor landfill composting operation include increased landfill waste settlement and therefore increase in landfill capacity and life, improved opportunities for treatment of leachate liquid that may drain from fractions of the waste, possible reduction of landfill post-closure efforts, landfill mining, and abatement of greenhouse gases through highly efficient methane capture over a much shorter period of time than is typical of waste management through conventional landfilling.

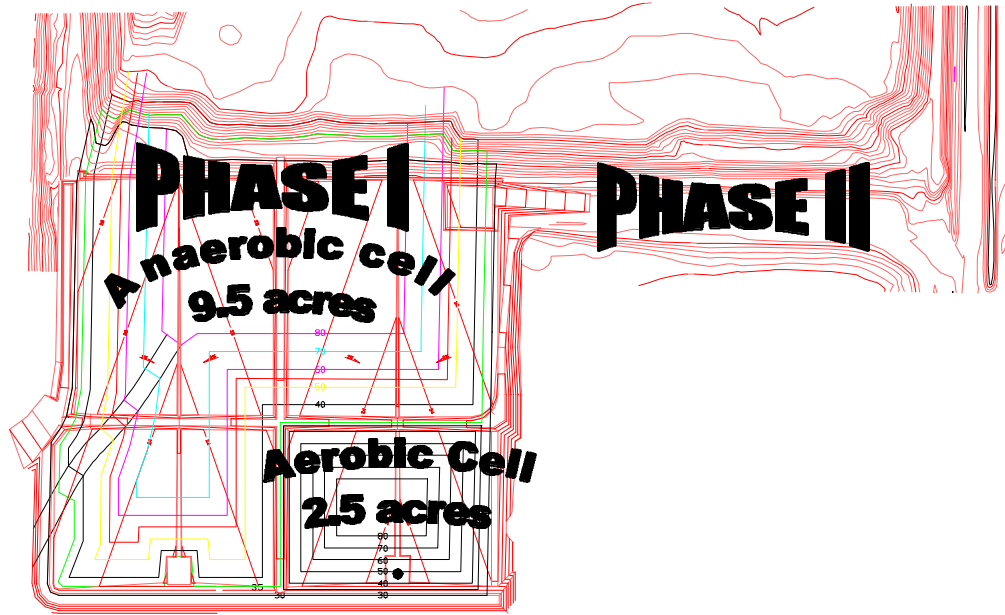
## **B. Description of the specific project elements**

Yolo County proposes to operate its next full-scale 20-acre landfill module (Module D) with both anaerobic and aerobic bioreactor areas (also termed modules below). In the first phase of this 20-acre project, a 12-acre module has been constructed. One 9.5-acre cell will be operated anaerobically and the other 2.5-acre cell aerobically. The anaerobic and aerobic design and operations are summarized below:

### **DESIGN AND OPERATIONS OF PROPOSED MODULE D BIOREACTOR**

The bottom liner system was designed to exceed the requirements of Title 27 of CCR and Subtitle D of the Federal guidelines and was upgraded from other liner systems used previously at the site. The County believes that given the constructed configuration discussed herein and the stringent monitoring and operational requirements proposed for Module D, the proposed liner system will be suitable for use in the bioreactor operations.

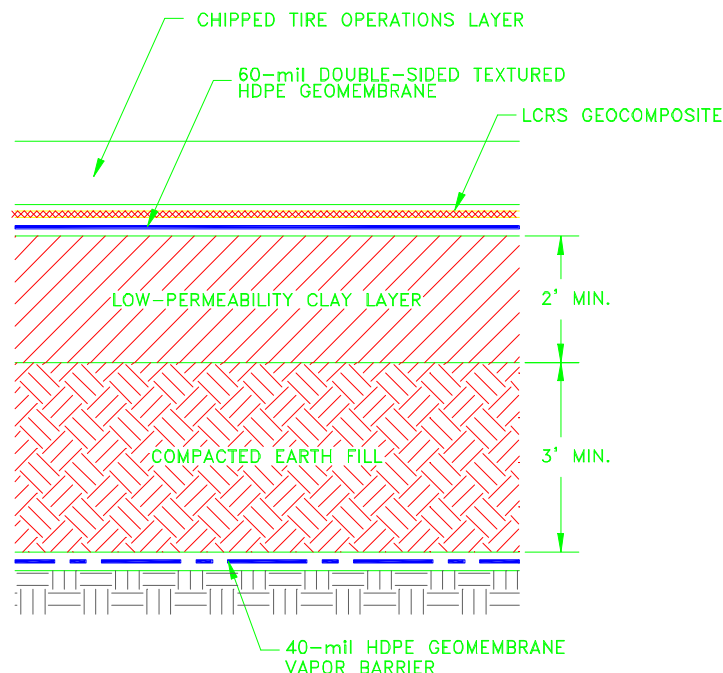
**Figure 1- Module D Expansion, Phase 1 & 2**



Under current plans, the first phase of Module D will be further subdivided into the two independent bioreactor systems, the aerobic system and the anaerobic system. Module D was designed and constructed in a ridge and swale configuration to optimize landfill space and to maintain good drainage for the collection system. The blanket drainage layer slopes at 2% inward to two central collection v-notch trenches. Each of the trenches drain at 1% to their prospective leachate collection sumps located at the south side of the module. This grading configuration is an upgrade from previous designs at the site because it is steeper, thus, maintaining better drainage throughout its design life. Phase 2 of Module D will also be constructed in a similar manner as Phase 1 of Module D since it provides a better leachate drainage for the base layer.



**Figure 2- Module D Bottom Liner Cross-section Liner Liner and Leachate Collection and**



### **Removal System (LCRS) Components**

The prescriptive liner for Class III landfills consists, from top to bottom, of an operations/drainage layer capable of maintaining less than one foot of head over the liner, a 60-mil high density polyethylene (HDPE) liner, and 2 feet of compacted clay ( $k < 1 \times 10^{-7}$  cm/sec).

The Module D liner and leachate collection system consists, from top to bottom, of a 2 foot thick chipped tire operations/drainage layer ( $k > 1$  cm/sec), a blanket geocomposite drainage layer, a 60-mil HDPE liner, 2 feet of compacted clay ( $k < 6 \times 10^{-9}$  cm/sec), 3 feet of compacted earth fill ( $k < 1 \times 10^{-8}$  cm/sec), and a 40 mil HDPE vapor barrier layer<sup>1</sup> (see Figure 2). The chipped tire operations layer was not placed during construction but will be placed immediately before waste placement.

As shown, the permeability of the clay liner, as constructed, was on the average about  $6 \times 10^{-9}$  cm/sec and the earth fill averaged about  $1 \times 10^{-8}$  cm/s. These two layers in effect provide a 5 foot thick composite liner. This fact, coupled with the lower permeability, will result in a significantly more effective barrier to leachate migration than the prescriptive liner system.

The liner system within the collection trenches and sump areas was upgraded further to a double composite liner to account for infringement on the 5 foot groundwater offset and to minimize potential leakage in these critical collection areas where head on the primary liner will be at its greatest. The liner and leachate collection system in the collection trenches and sumps consists from top to bottom of a minimum of 2 feet of gravel drainage material, a protective geotextile, a

<sup>1</sup> Golder Associates, "Final Report, Construction Quality Assurance, Yolo County Central Landfill, WMU 6, Module D, Phase 1 Expansion", December 1999.

blanket geocomposite drainage layer, a primary 60-mil HDPE liner, a geosynthetic clay liner (GCL) ( $k < 5 \times 10^{-9}$  cm/sec), a secondary 60-mil HDPE liner, 2 feet of compacted clay ( $k < 6 \times 10^{-9}$  cm/sec), a minimum of 0.5 feet of compacted earth fill ( $k < 1 \times 10^{-8}$  cm/sec), and a 40-mil HDPE vapor barrier layer (see Figure 3). The thickness of the compacted earth fill actually varies from a minimum at the south end of the trench of 0.5 feet to a maximum of about 2.5 feet at the upper, north end of the leachate collection trench. Leachate collection pipes were also placed in the collection trench and at other locations on top of the primary liner to transport leachate immediately to the sumps for recovery, removal, and recirculation, as needed.

## **LCRS and Liner Performance**

As described above, the more rigorous Module D LCRS and liner system will outperform the Title 27 and Subtitle D prescriptive liner. The leachate collection and recovery system (LCRS) has been designed and constructed to be free-draining throughout the life of the module and will maintain less head over the primary liner system than prescribed by Title 27 and Subtitle D.

The LCRS system has been constructed with a geocomposite layer, which has over 10 times the required capacity and will maintain the head over the liner system to less than 0.3 inches during liquid application periods. In addition, the chipped tire layer will provide a level of redundancy in the event that the geocomposite becomes clogged or otherwise nonfunctional. The tire chips alone will maintain less than 4 inches of head over the primary liner. These issues are discussed in more detail in the following paragraphs.

For the anaerobic operation, it is estimated that the peak liquid addition, up to 10 gallons per minute (gpm) of liquid per 10,000 square feet (44 gpm per acre) of disposal area will be typically delivered to the waste once the module has reached its design height. Based on the demonstration cell performance the amount of liquid added would be in the range of 30 to 50 gallons per ton of waste. According to results of the bioreactor demonstration project by Moore et al<sup>2</sup>, the average leachate generated during liquid introduction peaked at about 47% of the liquid delivery rate, which would equate to approximately 20 gpm per acre for the proposed program. Given a 6-acre drainage area, the total anticipated flow into any given sump would be approximately 120 gpm (173,000 gallons per day).

For the aerobic operation, liquid will be added to waste at a faster rate since the aerobic reaction uses much of the water in the evaporation of liquid added. It is estimated that the total water evaporated will range between 200 to 400 gallons of water per ton of waste.

Based on the estimated leachate production, drainage into the leachate collection layer will be about  $4.6 \times 10^{-4}$  gpm per square foot of disposal area. It is approximately 200 feet between the ridge and collection trench. Using these values, the peak flow through the geocomposite will be about 0.09 gpm per linear foot of trench. The geocomposite for Module D has a measured capacity of 1.0 gpm per foot<sup>3</sup>. Therefore, the geocomposite has over 10 times the capacity required under peak flow conditions.

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<sup>2</sup> Moore et al, "Hydraulic Characteristics of Municipal Solid Waste Findings of the Yolo County Bioreactor Landfill Project.", Thirteenth International Conference on Solid Waste Technology and Management, Philadelphia, PA, November 1997.

<sup>3</sup> Golder Associates, "Final Report, Construction Quality Assurance, Yolo County Central Landfill, WMU 6, Module D, Phase 1 Expansion", December 1999.



In the event that leakage were to occur through the 5-foot thick primary composite liner, the 40-mil vapor barrier would provide a secondary containment. Secondary containment is not required by Title 27 or Subtitle D for conventional landfilling operations. As constructed, the vapor barrier will minimize further downward migration and aid in detection of migrating leachate. The 40-mil HDPE vapor barrier was sloped to mirror the primary liner. Geocomposite strip drains were also installed diagonally across the top of the vapor barrier to act as drainage pathways to the southern portion of the cell located immediately beneath each of the leachate collection sumps. This will act as a vadose zone monitoring system for early detection of leakage across the entire Module D disposal area. This added feature provides another level of protection to the groundwater that standard Title 27 systems do not have.

In addition, the County hired Leak Location Services (LLC) to locate any pinholes that could have been in the leachate collection trenches on the primary liner system. LLC uses a high sensitive method using electrical charge to locate pinhole leaks very accurately. Using specialized equipment designed and built for locating liner leakage, LLC uses to verify integrity of liner system after completion of liner construction. Several small holes were found and repaired after this leak testing was done.

### **Specialized Design Considerations During Operation**

Liquid will be applied during strategic periods to temporarily raise the moisture content of the waste to provide optimum conditions for rapid degradation and improved gas production. The duration of liquid addition will depend on when the optimum condition for rapid degradation has reached. The field data collected during the project will assist the County in determining the duration of liquid addition and recirculation. The total amount of liquid to be added will be measured and monitored as part of the liquid management program. This liquid will initially consist of a mixture of leachate and condensate from other WMUs and ground water delivered through a series of pipes after an interim cover and gas collection system has been constructed to control landfill gas generated.

Early gas collection and control is necessary at bioreactor landfills because the site in essence is rapidly "aging" the waste so that it "behaves" as if it is much older. The result of this rapid "aging" is more complete biodegradation of the waste resulting in the generation of a larger quantity of landfill gas at a more rapid rate (sooner after waste placement in the landfill). To be at least as protective of human health and the environment as the new source performance standards for municipal solid waste landfills (40 CFR, part 60, subpart WWW) (the MSW Landfills NSPS), the site needs to: i) perform the same monitoring required in that rule, at the same frequency; ii) begin that monitoring sooner than the rule requires since bioreactor waste at 2 months of age behaves like conventional waste of 2+ years of age; and, iii) continue the specified monitoring for the duration of the bioreactor project.

A typical gas collection system in a conventional landfill is constructed after the final elevation of the waste has reached. Vertical gas collection wells are installed to collect landfill gas. These wells are typically constructed at about 200 feet radius on center. In the bioreactor landfill the gas collection system will be installed during the waste filling phase of the landfill. The gas collection system will consist of a horizontal 4-inch HDPE pipe and shredded tires. The spacing of the gas collection system in the anaerobic cell will be 100 feet on center and 50 feet on center in the aerobic cell. In the anaerobic cell, after every 30 feet high waste placed a horizontal gas collection pipes will be installed and in the aerobic cell, after every 15 feet of waste. At every gas collection line, a valve will be installed to control and adjust the gas flow rate. The 4-inch gas collection lines in each lift of waste will be connected to a 8-inch sub-main line. Each of the

sub-main lines will be connected to a 12-inch main line which will be connected directly to the main line that is connected to the existing flare and/or engines at the main methane power facility on site. Accurate positive displacement gas meters will be used to measure the volume of landfill gas continuously. Each of the 4-inch gas collection lines will be constructed such that gas pressure, temperature, methane, carbon dioxide, and oxygen could be sampled and measured. The valves at each line will be used to adjust the system for optimum performance. The initial gas collection will be by horizontal wells, operated and tuned as are conventional wells, for earliest practical gas recovery. This essentially consists of extracting gas at the maximum rate consistent with keeping methane concentration near 50%. Recovery efficiency will be increased and surface emissions limited by a synthetic liner covering as much waste surface as possible during the filling phase, except the working face. After filling phase has been completed the entire surface will be covered with synthetic liner. At least some fraction of the gas monitoring will be by gas chromatography to quantify the methane, nitrogen, carbon dioxide, oxygen, and other gaseous compounds of interest.

The typical chemical composition of potential liquid amendments are listed below in Table 1. The water will continually be introduced (as needed) to raise the moisture content within the waste to slightly above its equilibrated field capacity (estimated to be about 40% to 45% by wet weight basis). The liquid application system will be constructed such that liquid additions can be applied or discontinued at designated locations to control the moisture condition within the waste.

Moisture content will be monitored throughout the life of the module through the use of a network of moisture sensors to be installed during waste placement. The moisture sensor system used during the bioreactor demonstration project in Module B proved to be very effective and will be the basis for the layout in Module D. At this time, the moisture sensors are planned to be installed at 15-foot increments of depth at a spacing of about 75 feet on center. Using these sensors, the County can determine where liquid application can be increased or decreased to optimize the effectiveness of the system and to prevent build-up of head over the liner.

The quantity of leachate and additional liquids will be measured throughout the life of the module. Once leachate is produced, it will be re-circulated; thereby, reducing the amount of subsequent liquid additions. Liquid will be quantified using flow sensors installed on the leachate discharge line, re-circulation line, and liquid application line. These sensors will provide direct flow readout for determining flow rates in the pipelines and flow totalizing to quantify all of the liquid used and leachate produced.

The head over the liner will also be monitored shortly after the first lift of waste has been placed using a network of pressure transducers and bubbler gages. These devices will be installed on the primary liner, immediately before waste placement, to provide measurements of the leachate depth.

**Table 1- Yolo County's Typical Chemical Composition of Potential Liquid Amendments**

Inorganics and Metals	Leachate & Condensate	Groundwater
Potassium (mg/L)	69.3	2.7
Nitrate/Nitrite as Nitrogen (mg/L)	<0.05	3.9
Chloride (mg/L)	785	427
Sulfate (mg/L)	190	278
Total Alkalinity as CaCO <sub>3</sub> (mg/L)	1920	950
Temperature	20.9	18.6
pH	7.10	8.26
Electrical Conductivity	5370	2070
Dissolved Oxygen (mg/L)	3.21	8.61
Bicarbonate (mg/L)	2340	628
Total Dissolved Solids (mg/L)	3365	1233
Ammonia (mg/L)	17	0.02
Total Kjeldahl Nitrogen (mg/L)	140	0.19
Cobalt (µg/L)	<50	<3.2
Copper (µg/L)	<2.1	<4.9
Iron (µg/L)	4950	<14
Manganese (µg/L)	1175	9.4
Nickel (µg/L)	77	20.1
Lead (µg/L)	50	5.0
Vanadium (µg/L)	20	8.3
Zinc (µg/L)	323	10.8

In the event that the transducers indicate that the head is going to exceed the allowable value, the system will automatically start pumps to reduce the liquid level and shut-off valves to reduce the liquid application rate. A computerized control and monitoring system will be used to accomplish this task. This system which originated in the utility and petroleum industries, is often referred to as Supervisory Control and Data Acquisition Control (SCADA), such systems are now widely used in many different applications such as waste water treatment systems. These measures would be used to reduce the liquid application rate across the entire module or specifically, in the area of head build-up. Generally, application of the liquid will only be continued until the gas generation phase of the unit it has stabilized, at which time leachate production and recirculation may already have stopped and the leachate should have stabilized some time earlier. The quality of the leachate will also be closely monitored to evaluate the system. Leachate will be monitored in accordance with the requirements already established under the County's Waste Discharge Requirements with the State of California.

In addition to liquid delivery to the waste, air will be delivered to the aerobic half of the bioreactor disposal area. The aerobic decomposition of the waste and gas generation also requires the moisture condition be maintained slightly above equilibrated field capacity. However, the aerobic process is accomplished at a higher temperature and is somewhat more

aggressive in the biodegradation activity. This requires a significant increase in the quantity of water necessary to achieve optimum biodegradation, as compared with the anaerobic process.

The degradation and gas generation of the waste is also related to the temperature within the decomposing waste. The effectiveness of both aerobic and anaerobic bioreactors is dependent on keeping the system within optimum temperatures; therefore, temperature gauges will also be installed to aid in the operation of the system. As with the moisture sensors, temperature gauges were also placed in the waste of the demonstration bioreactor and proved to be very effective. The temperature gauge network will be placed in a similar pattern to the moisture sensors at designated intervals throughout the waste mass.

In the aerobic half, during filling, horizontal gas conduits will be installed in similar manner to those of the anaerobic bioreactor. However conduit spacing may be closer. After filling, chipped tires and conduits will be used to pull or push atmospheric air through the waste under a impermeable cover. It is expected that this will increase the rate of degradation but inhibit methane formation. Large-scale positive gas displacement meters, similar to meters used for the demonstration cells will monitor the gas quantity.

As with the aerobic half, horizontal gas wells will also be incorporated in the waste as filling proceeds in the anaerobic area. Waste will be placed in 15- foot lifts. The gas well spacing will be 100 feet on center or closer. Gas will also be extracted from the base LCRS layer via the conduit collection pipe as filling proceeds. The purpose of this extraction system design is to lower methane emissions that would normally occur to the atmosphere during filling.

Separation of the two bioreactor systems will be performed using a low permeability clay liner constructed below the aerobic cell and on top of the first lift of waste in the anaerobic cell. This layer may include but would not be limited to a compacted clay liner, or geomembrane. The leachate and gas collection system will be separated from the anaerobic cell. Final selection will be based on its ability to appropriately isolate each cell, ability to accommodate settlement, ease of installation, and cost.

Daily cover operations will be performed in a similar fashion to the methods currently employed at the landfill. This includes the use of alternative daily covers such as green waste and tarps. Final cover will consist of a gas piping collection system within a layer of chipped tires in lieu of gravel. The liquid injection system will also be placed within this layer to facilitate delivery of liquid to the waste. This layer will be overlain with a flexible geomembrane cover to control moisture conditions, control gas emissions, and satisfy regulatory requirements to control vectors, fires, odors, blowing litter, and scavenging.

As areas of the module reach their design grade, monuments will be installed to monitor settlement caused by degradation of the waste. These monuments will be checked bi-monthly at first and less often as the rate of settlement slows. Annual aerial topographic surveys will also be performed to aid in the evaluation of settlement and the effectiveness of the bioreactor system.

### **Contingency Plan for Failure of the Primary Liner System**

The primary liner system is contained by a secondary liner system that serves as a leak detection system. A sump is located at the low point of this system and the sump will be monitored for presence of liquid monthly. If any liquid is collected, samples will be tested to determine if there are any leaks in the primary liner system. If the test results from the sampled liquid indicates that

there is a leak in the primary liner system then a pump will be installed in the sump to control liquid accumulation in the sump. The liquid level in the primary liner system will be evaluated and monitored to minimize liquid depth above the primary liner. The liner leakage rate and the leachate injection rate will be evaluated and reduced if necessary to control the rate of leakage.

### **Contingency Plan for Landfill Fire**

Over 220 temperature sensors will be installed in both the aerobic or anaerobic bioreactor landfill to monitor and record landfill temperature continuously. The Supervisory Control And Data Acquisition (SCADA) system will be used to record any significant temperature fluctuations within the waste that is more than 2 degrees per day. If such temperature fluctuations are recorded the SCADA system will notify the operator that the system must be tested for CO presence. Gas samples will be collected and tested in the field for presence of CO, which will indicate possible internal fire. The location of the possible internal fire in the bioreactor will be determined from the recorded temperature by SCADA system. The rate of liquid injection in that area will be increased to reduce waste temperature. In the aerobic bioreactor the SCADA system will automatically turn off the air injection system to control the internal fire. If the liquid injection rate is not sufficient to reduce the temperature or it's not functioning properly, then a liquid injection well will be drilled from above. This well will be used to inject liquid in the area where possible fire is expected. The SCADA system will be used to continue monitoring the waste temperature after this treatment for an increase or decrease in waste temperature.

On top of the primary liner system, for the anaerobic bioreactor, four 600 feet long 3-inch perforated pipes will be installed to deliver cool water in order to reduce the liner temperature and protect the liner from damage. The leachate pump sumps for the anaerobic bioreactor have been designed to handle twice the volume of the anticipated liquid addition, without any significant liquid head build up over the liner. If necessary, for a short periods the pumps could be turned off so that liquid would build head over the liner and protect the primary liner system from excess heat. This method is not preferred over the other methods mentioned earlier. For the aerobic bioreactor, the bottom elevation of the cell is about seven feet from the primary liner system. Before any waste is place in the aerobic cell a low permeability clay liner will be constructed to separate the aerobic cell from the anaerobic cell and measure liquid and gas volumes accurately. This will also serve as a firebreak between the two cells. Portions of the clay liner within the leachate trench liner will be lined with a synthetic liner to reduce saturation of the clay liner. Similar method mentioned above for the anaerobic cell will be used in the aerobic cell to control fire in addition to stopping the air injection in the cell.

With all of these operational systems in place, the performance of the bioreactor and effectiveness of the LCRS and gas collection system can be thoroughly monitored. These operational systems far exceed the requirements of Title 27 and Subtitle D; thus, providing another basis for allowance of the Module D bioreactor project.

The instrumentation and monitoring frequency of the bioreactor project are listed in Table 2 and Table 3 respectively.



**Table 2- Instrumentation Type and Location for the Bioreactor Project**

<b>Type of Instrumentation</b>	<b>Location/Quantity/Spacing</b>	<b>Description</b>
<ul style="list-style-type: none"> <li>Pressure transducers</li> <li>Pressure transducers</li> <li>Bubbler Gage for Liquid/Gas Pressure Measurement and Liquid/Gas Sampling</li> <li>Bubbler Gage for Liquid/Gas Pressure Measurement and Liquid/Gas Sampling</li> </ul>	<ul style="list-style-type: none"> <li><b>Anaerobic Bioreactor:</b> <ol style="list-style-type: none"> <li>Eight over the primary liner near the LCRS trench at 200 spacing</li> <li>Two over the primary liner within the leachate collection sump</li> </ol> </li> <li><b>Aerobic Bioreactor:</b> <ol style="list-style-type: none"> <li>Two over the primary liner at 200 feet spacing</li> <li>One within the leachate sump</li> </ol> </li> <li><b>Anaerobic Bioreactor:</b> <ol style="list-style-type: none"> <li>Top of primary bottom liner-66 gages at 75 feet spacing</li> <li>Top of the first lift of waste- 55 gages</li> <li>Top of the second lift of waste-40 gages</li> <li>Top of the third lift of waste-30 gages</li> <li>Top of the final lift of waste-20 gages</li> </ol> <p>TOTAL= 211 gages</p> </li> <li><b>Aerobic Bioreactor:</b> <ol style="list-style-type: none"> <li>Top of the aerobic bottom liner-48 gages at 50 feet spacing</li> <li>Top of the first lift of waste- 24 gages</li> <li>Top of the second lift of waste-20 gages</li> <li>Top of the final lift of waste-20 gages</li> </ol> <p>TOTAL= 112 gages</p> </li> </ul>	<p>A series of pressure transducers and bubbler gages will be installed on top of the primary liner and near the LCRS trench in both the aerobic and anaerobic landfill cells to measure the head or depth of leachate above the liner. A gas pressure transducer in each cell will be used to correct the liquid head for gas pressure. Pressure transducers will be continuously monitored through a SCADA system which will control the liquid injection system to maintain less than four inches of head over the liner.</p> <p>Bubbler gages will be installed to measure liquid and gas pressure directly on top of the liner and at different depths within the waste. The tubes will also be used to measure gas pressure and sample gas and/or leachate from a specific location within the waste. The data from the leachate levels within the waste will assist the County in the operation of the cell as well as provide valuable data on waste stability and pore pressure within the waste during liquid injection and recirculation.</p> <p>A compacted clay liner and a synthetic liner will be constructed 5 to 7 feet above the primary liner system over compacted waste for the bottom liner in the aerobic bioreactor. The leachate from the aerobic cell will be collected and removed into a separate manhole for recirculation and measurement. This will isolate the primary HDPE liner under the aerobic cell and protect this liner from higher temperature seen in the aerobic cell.</p>
<ul style="list-style-type: none"> <li>Moisture and Temperature Sensors</li> </ul>	<ul style="list-style-type: none"> <li><b>Anaerobic Bioreactor:</b> <ol style="list-style-type: none"> <li>Top of primary bottom liner-66 temperature</li> </ol> </li> </ul>	<p>In both anaerobic and aerobic cells series of moisture and temperature sensors will be</p>

<ul style="list-style-type: none"> <li>Moisture and Temperature Sensors</li> </ul>	<p>sensors at 75 feet spacing and 12 moisture sensors</p> <ol style="list-style-type: none"> <li>Top of the first lift of waste-55 temperature and moisture sensors</li> <li>Top of the second lift of waste-40 temperature and moisture sensors</li> <li>Top of the third lift of waste-30 temperature and moisture sensors</li> <li>Top of the final lift of waste-20 temperature sensors</li> </ol> <p>TOTAL= 211 temperature sensors and 137 moisture sensors</p> <ul style="list-style-type: none"> <li><b>Aerobic Bioreactor:</b> <ol style="list-style-type: none"> <li>Top of the aerobic bottom liner-48 temperature and 12 moisture sensors</li> <li>Top of the first lift of waste- 24 gages</li> <li>Top of the second lift of waste-20 gages</li> <li>Top of the final lift of waste-20 gages</li> </ol> </li> </ul> <p>TOTAL= 112 gages</p>	<p>installed within the waste mass to monitor the biological activity of each cell. Temperature and moisture sensors will be continuously monitored through a SCADA system. Temperature alarm will be set in the SCADA system to warn operator via telemetry when temperature change is 24 hours is greater than 2 degrees. This early warning system will enable the County to investigate the cause and reduce air injection or shut down the air injection system in the aerobic bioreactor.</p>
<ul style="list-style-type: none"> <li>Gas Composition, Gas Pressure, and Gas Flow Rate</li> </ul>	<ul style="list-style-type: none"> <li><b>Anaerobic Bioreactor &amp; Aerobic Bioreactor:</b> <ol style="list-style-type: none"> <li>Two gas pressure transducers under the final cover</li> <li>Two gas flow meters in parallel to measure gas flow rate continuously</li> <li>Temperature sensors to measure gas temperature at flow meters continuously</li> <li>Gas composition will be monitored as listed in Table 3</li> </ol> </li> </ul>	<p>Horizontal gas collection system will be constructed at 100 feet in the anaerobic bioreactor and 50 feet interval in the aerobic bioreactor. Four and six inch PVC pipes and chipped tire will be used to construct the gas collection system. This will be installed at every lift to either collect landfill gas or inject air in the landfill. Gas will be sampled from either the main collection pipe or each individual lift of waste to determine gas composition or measure gas pressure. The gas pressure and temperature will also be measured at the well heads when taking reading for gas composition weekly. Gas flow rate will be measured automatically continuously. If additional funding becomes available the County will investigate automation of CH<sub>4</sub>,</p>

		CO <sub>2</sub> , O <sub>2</sub> , and N <sub>2</sub> .
<ul style="list-style-type: none"> <li>Leachate Flow Measurement &amp; Other Leachate Parameters</li> </ul>	<ul style="list-style-type: none"> <li><b>Anaerobic Bioreactor &amp; Aerobic Bioreactor:</b> <ol style="list-style-type: none"> <li>Leachate input and output volumes</li> <li>Leachate pH, dissolve oxygen, conductivity</li> </ol> </li> </ul>	<p>The quality of leachate added or collected from the LCRS is measured by flow meters from each cell. The SCADA system will be used to monitor and control quantities of leachate added and collected. Some of the leachate parameters will be automated for continuous measurement such as pH, dissolved oxygen, and conductivity.</p>

**Table 3- Monitoring Parameters and Frequency for the Bioreactor Project**

Monitoring Parameter	Frequency	Description
<p>Leachate:</p> <ul style="list-style-type: none"> <li>pH</li> <li>Conductivity</li> <li>Dissolved Oxygen</li> <li>Dissolved Solids</li> <li>Biochemical Oxygen Demand</li> <li>Chemical Oxygen Demand</li> <li>Organic Carbon</li> <li>Nutrients(NH<sub>3</sub>, TKN, TP)</li> <li>Common Ions</li> <li>Heavy Metals</li> <li>Organic Priority Pollutants</li> <li>Flow rate</li> </ul>	<ul style="list-style-type: none"> <li>Monthly</li> <li>Monthly</li> <li>Monthly, Quarterly</li> <li>Monthly, Quarterly</li> <li>Monthly, Quarterly</li> <li>Monthly, Quarterly</li> <li>Monthly, Quarterly</li> <li>Monthly, Quarterly</li> <li>Monthly, Quarterly</li> <li>Monthly, Quarterly</li> <li>Monthly, Quarterly</li> <li>Monthly</li> </ul>	<p>Leachate samples will be collected from each cell (aerobic or anaerobic) sump and tested. For the first six months tests will be done monthly and the next six months will be done quarterly. After the first year, tests will be done semi-annually (with the exception of pH, conductivity, and flow rate which will continue to be monitored on a monthly basis as required by the State of California's amended Waste Discharge Requirements for the County in Order 5-00-134. In some cases, leachate monitoring may be done on a more frequent basis, depending on the level of funding available for the project.</p>
<p>Landfill Gas:</p> <ul style="list-style-type: none"> <li>CH<sub>4</sub>, CO<sub>2</sub>, O<sub>2</sub>, and N<sub>2</sub></li> <li>Gas temperature at well head</li> <li>Hydrogen sulfide</li> <li>NMOCs, VOCs</li> <li>Surface test for methane concentration</li> <li>N<sub>2</sub>O (for aerobic)</li> <li>Flow rate</li> </ul>	<ul style="list-style-type: none"> <li>Weekly</li> <li>Weekly</li> <li>Quarterly, Semi-annually</li> <li>Quarterly, Semi-annually</li> <li>Quarterly</li> <li>Quarterly, Semi-annually</li> <li>Continuously</li> </ul>	<p>Landfill gas will be tested routinely from both the aerobic and anaerobic cell. For the first year, tests will be done quarterly and for the following years some test frequencies will be changed to semi-annually as required in the FESOP with the local air district for early gas collection, control, and monitoring. The</p>

		surface test for methane concentration which is used to determine collection efficiency and surface integrity will be conducted according to MSW NSPS surface monitoring requirements in 40 CFR section 60.755 (c).
Solid Waste Stabilization and decomposition: <ul style="list-style-type: none"> <li>• Landfill surface topographic survey</li> <li>• Moisture Content</li> <li>• Biochemical Methane Potential</li> <li>• Cellulose</li> <li>• Lignin</li> <li>• Hemi-cellulose</li> </ul>	<ul style="list-style-type: none"> <li>• Annually</li> <li>• Annually</li> <li>• Annually</li> <li>• Annually</li> <li>• Annually</li> <li>• Annually</li> </ul>	To determine the total percent change in volume over time, an annual topographic survey will be done on the top surface of each cell. If funding is available solid waste samples may be collected to determine the degree of stabilization. Samples of waste may also be tested for heavy metals and organic pollutants.

**The full-scale Yolo County Bioreactor project will combine two key elements:**

- a) Acceleration of waste decomposition and leachate treatment, via liquid amendments and recirculation through pipe network serving the waste mass. This is to accomplish rapid completion of composting, stabilization and generation of methane to the maximum practical yield.
- b) Efficient capture of nearly all generated methane, withdrawn at slight vacuum from a freely gas-permeable shredded tire collection layer beneath low-permeability cover. The shredded tire collection layer has gas permeability from 3 to 5 orders of magnitude higher than overlying cover. Near-complete extraction with this approach has already been demonstrated in the 9000-ton test cell at the Yolo County Bioreactor Demonstration Project.

The planned anaerobic cell proposes a larger-scale replication of the 9000-ton anaerobic controlled bioreactor landfill demonstration at Yolo. This demonstration has now operated for over three years. Some of the data from the demonstration project are summarized below:

- (a) Enhanced methane/ gas recovery (an index of anaerobic composting) at a rate of an order of magnitude greater than that of the current landfill unit production. Based on the collected data to date, the anaerobic bioreactor stabilization time may be reduced by more than 30 years less than the current landfills expectations. Table 4 below summarizes some of the landfill gas data for the enhanced and control cell.

**Table 4- Landfill Gas Data for the 9000-ton Bioreactor Demonstration Project**

<b>YEAR</b>	<b>1997</b>	<b>1998</b>	<b>1999</b>
<b>ENHANCED CELL</b>			
<b>LFG VOLUME (Million SCF)</b>	12.2	24.8	30.7
<b>CONTROL CELL</b>			
<b>LFG VOLUME (Million SCF)</b>	9	14.9	15.2
<b>ENHANCED CELL</b>			
<b>AVERAGE FLOWRATE (SCFM)</b>	35	22	7
<b>CONTROL CELL</b>			
<b>AVERAGE FLOWRATE (SCFM)</b>	22	5	1
<b>ENHANCED CELL</b>			
<b>AVERAGE METHANE CONTENT</b>	53%	54%	53%
<b>CONTROL CELL</b>			
<b>AVERAGE METHANE CONTENT</b>	47%	45%	47%

(b) Collection is by extraction from a freely gas-permeable surface layer, kept at slight vacuum, overlying the waste and beneath a very low-permeability surface cover. This approach allows recovery of all gas generated beneath the permeable layer.

(c) With the same collection approach, reductions in emissions of local air pollutants in landfill gas by at least the same fraction that landfill methane is reduced.

Figure 4- Percent Settlement versus Time for the 9000-ton Bioreactor Demonstration Project

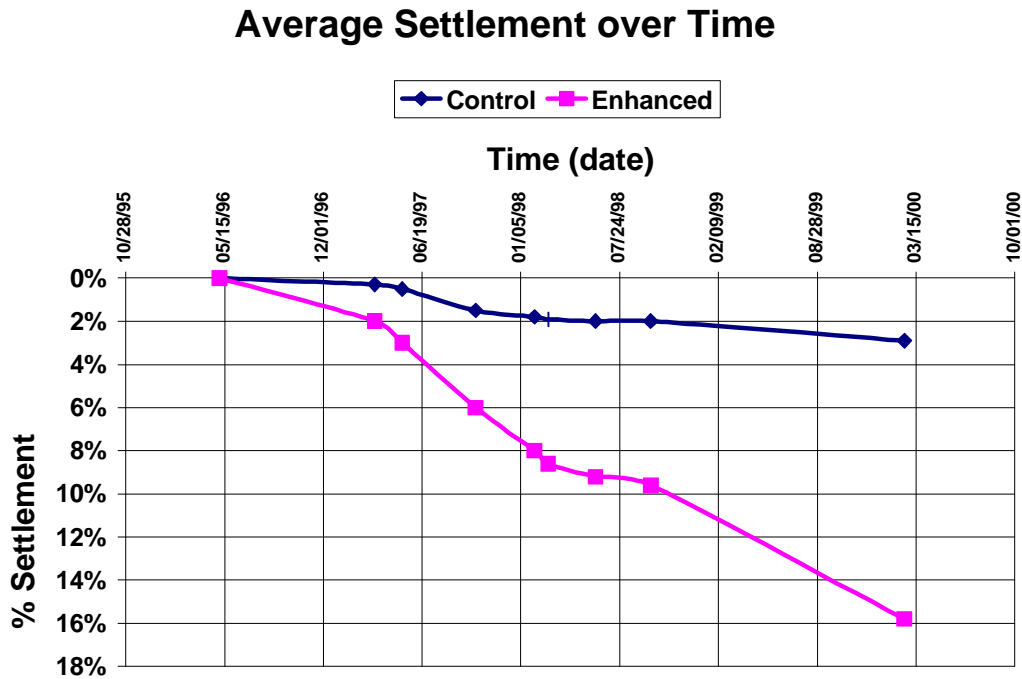
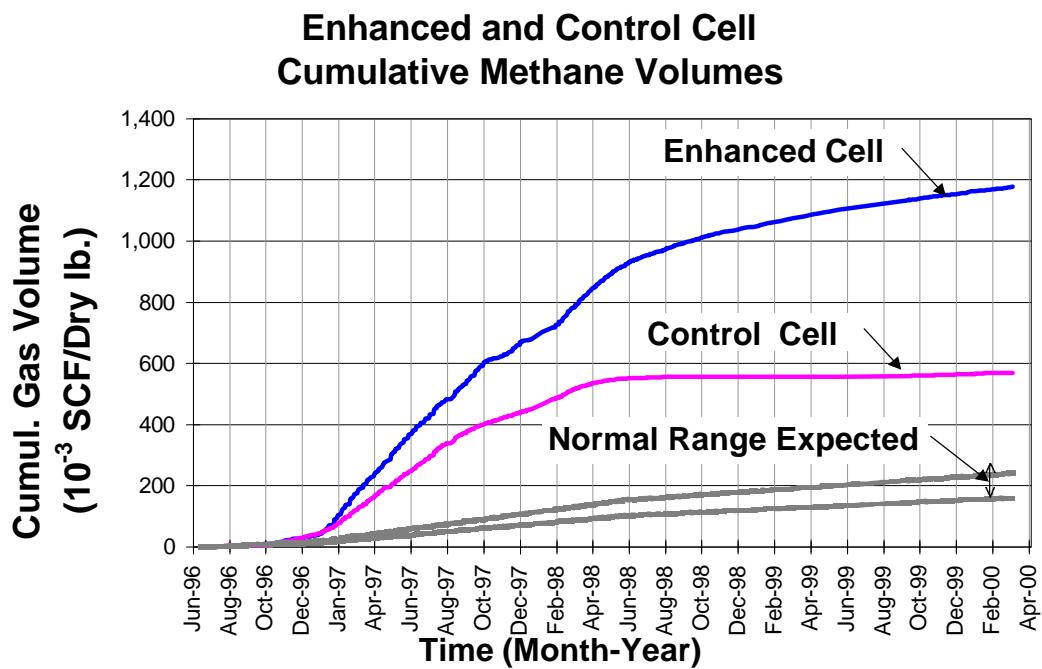


Figure 5- Cumulative Methane Volumes for the 9000-ton Bioreactor Demonstration Project



(d) Volume and waste mass loss of over 18% in the first 3 years of the enhanced operation, as compared to 3% for the control cell (see Figure 4). This suggests a difference of landfill life extension of over 15% possible by taking advantage of the extra air space made available.

(e) Bioreactor liquid additions can be slow and very carefully managed while still attaining excellent methane enhancement. In the Yolo anaerobic cell demonstration project liquid was carefully added at a slow rate. The highest liquid injection rate of 10 gpm resulted in an output leachate flow rate of less than 3 gpm for short periods, less than three days. Careful liquid injection rates resulted in liquid outflow rate that rapidly decreased and was easily controlled.

(f) No measurable leakage in the primary liner system of the enhanced cell. This is consistent with data from Othman et al showing primary composite liner leakage rates of 0-50 liters/hectare day. Most values in Othman et al are consistent with negligible or no leakage (below detection limits, less than 2 liters/hectare day) for monitoring periods within the first few years after base composite clay-geomembrane lining construction.

(g) Leachate pollutants stabilize rapidly, usually in under a year to concentrations well beneath those typifying the surrounding conventional landfill at the same site. Table 5 below shows typical leachate chemistry data over the past four years.

**Table 5- Landfill Leachate Data for the 9000-ton Bioreactor Demonstration Project**

Y E A R	1 9 9 6	1 9 9 7	1 9 9 8	1 9 9 9
p H	5 . 8	7 . 0	7 . 2	7 . 2
B O D ( m g O / L )	5 , 0 2 0	8 2 0	1 4 0	8 0
C O D ( m g O / L )	2 0 , 3 0 0	2 , 8 6 0	3 , 1 3 0	2 , 6 5 0
T D S ( m g / L )	1 9 , 8 0 0	7 , 6 0 0	7 , 5 0 0	7 , 2 5 0
T O C ( m g / L )	9 , 8 3 0	6 1 1	1 , 1 3 0	1 , 0 8 0
I r o n ( m g / L )	1 5 2 , 0 0 0	9 3 3	5 0 4	2 0 6
M a n g a n e s e ( μ g / L )	4 1 , 9 0 0	4 , 0 0 0	1 , 1 7 0	1 , 0 6 0
C a l c i u m ( m g / L )	1 , 4 0 0	4 8 0	2 2 0	1 9 8
L e a d ( μ g / L )	N D	N D	N D	N D
T o l u e n e ( μ g / L )	1 6 0	7 5	2 4	1 5

The aerobic bioreactor differs from the anaerobic, only by introducing air to the landfill. Recent representative references on aerobic bioreactor processes include Johnson and Baker, 1999 and Bernreuter and Stessel. 1999.

Results indicate that "in-landfill" aerobic composting is feasible. Landfill methane energy is sacrificed, but advantages include the desired waste destruction as well as suppression of landfill methane generation by heat and oxygen. In contrast to anaerobic operation, significant waste

fractions such as lignin and ligneous materials, and leachate COD components, not degradable anaerobically, are degradable aerobically. Thus it should be possible to achieve somewhat greater waste and leachate organics reduction by aerobic processing compared to anaerobic. These advantages of aerobic bioreactors are expected based on well-established fundamental scientific knowledge, but large-scale data to confirm advantages are limited. There are fewer key measurements to date on aerobic processes, and even basic data such as on material balances and flows are limited. However lysimeter tests, such as Stessel and Murphy, 1992 and other citations of Bernreuter and Stessel, 1999 summarizing ongoing field operations show that landfilled waste is degraded aerobically by passing air and liquid through landfills. Remaining questions include how fast and completely landfilled waste can be composted aerobically. Information for VOC and other emissions are not well established.

### **III. How the Project Will Meet the XL Acceptance Criteria**

#### **A. Anticipated Superior Environmental Performance**

##### **1. Tier 1: Is the Project Equivalent?**

The existing information on the Yolo County demonstration project identifies no significant adverse environmental impacts, that is, worsening of environmental impacts relative to conventional practice. Although leachate may be recovered in quantities at times greater than that with conventional practice it can be well controlled; further, all recovered leachate can be re-used, being re-imbibed by waste, in the process. The liner not only meets, but exceeds, the design specifications required for leachate recirculation. The leachate collection system is also designed and constructed to maintain a head of less than the prescribed maximum of 30 cm. of leachate over the liner, as specified in the design criteria. The landfill was also constructed with a secondary liner (vapor barrier), which will act as a leak detection system, will provide protection if the primary liner does leak and will allow Yolo to reduce or cease liquids addition if necessary to control leakage. The landfill gas will be collected and controlled through Internal Combustion (IC) engines and a flare. Implementation of the project will result in an increase in the volume of landfill gas produced. As a consequence, there may be an increase in NO<sub>x</sub> emissions from the IC engines and the flare. NO<sub>x</sub> emissions will not, however, exceed the limits specified in Yolo County's existing air permit. Implementation of the project will result in a significant reduction in emissions of methane and nonmethane organic compounds. We, believe that these factors taken as a whole mean that the environmental impacts associated with the project will not be any greater, and in fact may be less, than those that would be experienced in the absence of the project.

##### **2. Tier 2: Superior Environmental Performance**

For convenience the various aspects of superior environmental performance are summarized in Table 6. The benefits to Yolo County are potentially greater energy revenue from the anaerobic operation, which could result from more electricity generation or other energy uses, and landfill life extension. Present landfill capacity is sufficient until the year 2040, and the County would like to see its ability to landfill waste extended farther into the future. The County is also very interested in reducing the anticipated post-closure expenses and liabilities that are presently associated with conventional landfilling in addition to cost of leachate treatment system.



With a Bioreactor Landfill, superior environmental results include: a) Maximizing landfill gas control and capture of fugitive emissions. b) Landfill life extension and/or reduced landfill use, and c) Leachate treatment and disposal benefits. These are summarized in Table 6 and discussed further below.

**a. Maximizing landfill gas control and minimizing fugitive methane and VOC emissions.**

Landfill gas as generated contains 55% to 60% methane, a potent greenhouse gas. In terms of climate effects methane is second in importance only to carbon dioxide. Landfill gas is a transporter of volatile organic compounds (VOC's) that are air pollutants. Landfill gas capture is maximized by a subsurface permeable gas collection layer overlain by a cover of soil with embedded membrane. Gas is withdrawn to maintain this permeable layer beneath surface containment under a slight vacuum. The capture of methane is further facilitated and eased by a shortened generation interval, from 30 to 50 years to between 5 to 10 years through enhanced decomposition. A horizontal gas collection system will be installed as waste is placed and collection of gas will begin as soon as waste begins to generate landfill gas. In addition, the final synthetic cover liner will improve the overall collection efficiency of the landfill gas system. With this gas capture approach, it is expected that fugitive landfill gas emissions will be reduced for reasons that include:

- Reduction in emissions through installation and operation of gas collection system before the final fill height has reached and before it's required by Clean Air Act NSPS regulations.
- Collection efficiency improvements with the proposed horizontal gas extraction method over vertical gas well efficiency.
- Reduction in long term emissions, from landfill gas generation occurring slowly beyond 30 years post-closure.

The demonstration project has already shown close to a tenfold increase in methane recovery rate compared to conventional landfills, which suggest a tenfold reduction in interval of methane generation. Available indications as well as basic physical principles suggest that capture effectiveness approaches 100% so long as slight vacuum is maintained within the permeable layer.

A recently completed study for the Federal Energy Technology Center (FETC) (now the National Energy Technology Laboratory, NETL) of the U. S. Department of Energy indicates that wide application of controlled landfilling could reduce US greenhouse gas emissions by 50-100 million tons of CO<sub>2</sub> equivalent when both emission prevention and fossil CO<sub>2</sub> offsets are taken into account. This major reduction in CO<sub>2</sub> (equivalent) emissions is also cost-effective. In the analysis for FETC (IEM, 1999), over a range of representative landfill conditions, greenhouse gas abatement was estimated as attainable at a cost of \$1-5/ton CO<sub>2</sub> equivalent which represents extremely low (by more than tenfold) cost compared to most other options presented in the recent EIA Report (USDOE Energy Information Agency. 1998)

**b. Landfill life extension and/or reduced landfill use.** The more rapid conversion of greater quantities of solid waste to gas reduces the volume of the waste. Settlement in the Yolo test cell is already over 18% in three years. Volume reduction translates into either landfill life extension and/or less landfill use. Thus bioreactor landfills are able to accept more waste over their

working lifetime. Alternatively, fewer landfills are needed to accommodate the same inflows of waste from a given population

**c. Leachate treatment and disposal benefits:** Bioreactors promise more rapid leachate stabilization in terms of pollutant load, reduced leachate environmental impact, and elimination of need for most discharges to treatment facilities. The bioreactor processes, both anaerobic and aerobic, have been shown in studies at many scales to reduce the content of many leachate pollutants. These include organic acids and other soluble organic pollutants. Since a bioreactor operation brings pH to near-neutral conditions, metals of concern are largely precipitated and sequestered/ immobilized in waste. Thus free liquid concentrations and mobility of metals of concern are reduced compared to "conventional" landfill practice where more contaminated lower-pH leachate is often observed to be generated slowly for years. For example, in the Yolo test cell demonstration leachate reached near-neutral (pH 7) conditions within four months after liquid additions and recirculation commenced.

Although not a direct environmental benefit, a need for offsite leachate treatment should be avoidable altogether as long as waste landfilling continues concurrently with bioreactor operation. The additional leachate that would have to be treated at a wastewater treatment facility expansion could be avoided. Because bioreactors almost invariably require extra liquid for optimum performance, and leachate and condensate reintroduction are permissible (40 CFR 258.28), continuing operation of a landfill as a bioreactor allows generated leachate and condensate to be reintroduced so long as new dry waste continues to flow into the landfill. Additionally, calculations indicate that operation of even a small fraction of the landfill aerobically can consume leachate so long as generated, because of the high capacity of the aerobic reactions to evaporate liquid.

In addition, the following waste management benefits are discussed further below:

**d. Lessened long-term risk and need for monitoring.** The bioreactor approaches (anaerobic and aerobic) offer potential substantial reductions in postclosure care needs and costs. With present conventional practice, it is highly likely that gas management will be required for at least a mandated 30-year post-closure period. This entails all of the associated expense of continuing monitoring and gas well adjustment. Higher pollutant strength leachate must continue to be managed. A number of other management needs occur as waste continues to decompose, including dealing with subsidence, gas collection line breakage caused by subsidence, and the like.

**e. Landfill Gas Energy Project Potential.** Yolo County is considering several other alternatives for energy projects such as: (1) Self-wheeling of generated power, (2) Using increased generation at the landfill for sale to the grid (2MWe are being generated but the permit would allow up to 12 MWe), (3) Local boiler use of gas (4) Sale of power to the adjacent City of Davis Wastewater treatment facility, and (5) Sale of landfill gas to greenhouse farmer adjacent to the landfill. More predictable gas generation rate and higher collection efficiency will increase the economics of installing such projects and therefore would increase the number of projects that will be developed which would reduce the fugitive emissions from such sites.

**f. Landfill Mining Potential:** Although landfill mining is not listed in Table 6, the removal and re-use of waste for beneficial purposes, such as compost for alternative daily cover used on site in other landfill modules is a distinct possibility that County will be investigating in this project. If landfill mining were carried out, it would occur when sufficient stabilization has been

achieved. For the anaerobic cell this could be beyond the expected 5-year term of the XL agreement. However, landfill mining or other beneficial use of the waste could also qualify for credit as composting. County has discussed this with the state regulators and agencies and will be conducting a mining pilot project to mine waste from the older section of the landfill. Feasibility of this operation will be determined to estimate the cost for possibly mining the aerobic cell within the 5 year Project XL agreement period. If funds become available the County will explore mining the aerobic bioreactor to quantify the level of biodegradation and the amount decomposed matter that would be reclaimed from the landfill.

### **3. How We Will Measure the Superior Environmental Performance of our Proposal**

#### **A. Anticipated Superior Environmental Performance**

Superior Environmental Performance will be measured using the baseline (Tier 1, without Project XL) against the actual results of the project (Tier 2, proposed Project XL). To determine specific bioreactor performance attributes of Table 6, monitoring plans are listed in Tables 2 and 3 and are discussed below:

**a. Maximizing landfill gas control and minimizing fugitive methane /VOC emissions.** Tests will be conducted to compare emission performance of the anaerobic and aerobic bioreactors to the conventional landfilling. An integrated combustible gas surface scan of the test cell versus the surrounding landfill will be employed , using the surrounding landfill as a control. NSPS emission guideline method (section 60.755 (c) 3) will be used to measure surface emission.

**b. Life extension for a 20-year landfill.** This will be based on annual topographical surveys. Total volume loss occurring within this time interval will be calculated.

**c. Leachate contamination risk.** One measurement of this, comparison of leachate from the bioreactor and surrounding areas, is straightforward. However there could also be an estimation of future risk from "entombed" waste. This could be inferred using generated gas data to indicate what fraction of waste remains undecomposed in the surrounding landfill vs. the bioreactor (i. e. greater normalized gas generation means more complete decomposition and less future risk).

#### **B. Flexibility and Other Benefits**

As noted, project results (to date) from smaller-scale demonstration projects are very encouraging and have demonstrated a tenfold increase in landfill gas generation, increased landfill settlement, improved leachate chemistry, and highly cost-effective abatement of greenhouse gases. Economic analysis of the project shows that implementing bioreactor landfilling operations can have significant cost savings and environmental benefits for the Yolo County Central Landfill.

**Table 6- Superior Environmental Performance**

<b>Conventional Landfill (Yolo without XL)</b>			<b>Proposed Bioreactor Project (with XL)</b>	
			<b>Anaerobic bioreactor</b>	<b>Aerobic bioreactor</b>
A	Expedited methane generation and recovery to control fugitive emission such as "greenhouse" methane and VOC's.	Fugitive gases due to emissions before gas collection system is in operation. Recovery of 55-80% of total gas generated because of slow gas generation over very long term (25-70 years). Less than 100% collection efficiency after installation of gas collection system.	Higher gas recovery efficiency than conventional gas collection system. Capture begins early in filling phase. Efficient recovery from permeable layers ongoing through entire gas generation cycle of 5-10 years. High generation rate over short period (5 to 10 years) allows near-maximum recovery	N/A- (little or no methane expected)
B	Life extension for 20 year landfill	0 years gained	For a 20-year "conventional" design, ca. 5 years additional life obtained	Over 7 years life extension expected.
C	Future Leachate Contamination Risks	Medium to high (organics and metals) over long term	Lower organics and lower metals for shorter term	Lower organics and lower metals for shorter term.

### **C. Stakeholder Involvement and Support**

Stakeholder involvement and support for this concept has already been demonstrated by previous federal, state, and local support of this bioreactor concept. For example, in 1994, the Yolo County Planning and Public Works Department, initiated a bioreactor landfill demonstration project to evaluate the Bioreactor Landfill concept for its Central Landfill near Davis, California. The construction phase of the project was funded by Yolo and Sacramento Counties (\$125,000 each), the California Energy Commission (\$250,000), and the California Integrated Waste Management Board (\$63,000). More recent grant funding for the monitoring phase of the project has been received from the U. S. Department of Energy through the Urban Consortium Energy Task Force (\$110,000), and the Western Regional Biomass Energy Program (\$50,000). Greenhouse gas and emission abatement cost-effectiveness studies have recently been completed with \$48,000 in support from the Federal Energy Technology Center/National Energy Technology Laboratory (hereafter, NETL). Further support, \$462,000 recently committed by NETL, is enabling operation of the test cells for approximately 2 more years as well as helping prepare for larger module operation.

On January 26, 2000 the California Integrated Waste Management Board committed Yolo County \$400,000 for the construction and testing of the full-scale bioreactor demonstration project.

Concerning local support for this XL project, Yolo County has held several public meetings for the full-scale demonstration project. These meeting have been held during the regular Waste Advisory Committee meetings to locate potential members of the local stakeholder group. The County will convene periodic meetings of the stakeholder group to obtain comments on this proposal, as well as to brief the group on their progress during the duration of the XL agreement.

Yolo County has recognized the following as a list of potential stakeholders:

#### **Direct Participants:**

County of Yolo, Planning and Public Works Department  
U. S. Environmental Protection Agency  
Solid Waste Association of North America (SWANA)  
Institute for Environmental Management (IEM)  
California State Regional Water Quality Control Board, Central Valley Region 5  
Yolo County Department of Environmental Health  
Yolo-Solano Air Quality Management District

#### **Commentors:**

California Integrated Waste Management Board  
California State Water Resources Control Board  
California Air Resources Board  
National Energy Technology Laboratory (NETL, previously FETC), U. S. Department of Energy  
SWANA–California Gold Rush Chapter and Southern California Chapter  
Yolo County Waste Advisory Committee  
University of California at Davis  
Geosynthetic Institute, Drexel University  
Yolo County Citizens

#### **D. Innovation and Pollution Prevention and Multi-media Pollution Prevention**

Yolo County intends, as part of this project, to continue our ongoing pollution prevention efforts. Regardless of whether a particular component is directly regulated as part of an XL agreement, the County will continue our process of reviewing all pollution prevention opportunities and will report on our pollution prevention progress.

#### **E. Transferability of the Approach to Other Entities or Sectors**

Yolo County believes that with the approval of this proposed bioreactor landfilling concept by Federal EPA and the state, many other public and private landfill owners and operators should be able to implement this type of technology. The technology is expected to yield substantial economic and environmental benefits for-nearly all regions of the U. S., and as noted, worldwide. Results from Yolo County's Bioreactor Landfill pilot project have already been shared among many other jurisdictions as well as the private sector throughout the U.S. and internationally. Results of the project have been published in technical and trade journals and magazines worldwide.

Following an evaluation of this XL Project by EPA, and the first progress report by the County, and assuming the overall success of the Project, the bioreactor landfill technology used in this project could be transferable to the large subset of landfills where conditions are favorable for actively managing the decomposition process and where groundwater protection and gas control are ensured. Based on early inquiries, application is likely outside as well as within the US.

#### **F. Feasibility of the Project**

The project sponsor, co-sponsors, and regulatory agencies as designated in the Final Project Agreement, agree to support the project, subject to any review procedures necessary to implement the legal mechanism for this project. Further, each XL participant has the financial capability, personnel and senior management commitment necessary to implement the elements of this Bioreactor Landfill XL Project.

#### **G. Monitoring, Reporting, Accountability, and Evaluation Methods to be Used**

The parties intend to implement as enforceable commitments, federal and state regulatory flexibility, monitoring, record-keeping, and reporting provisions of this FPA through a site-specific rule and a Federally Enforceable State Operating Permit (FESOP). Tables 2 and 3 identify the Monitoring Parameters and Frequency for Monitoring for this project.

The legal mechanisms that would apply to this project include a Federally Enforceable State Operating Permit for gas collection and monitoring, and a site-specific rule for liquid additions. The Yolo- Solano Air Quality Management District is the regulatory agency that has permitting authority for the Yolo County landfill. The FESOP would contain enforceable parameters and requirements with respect to NSPS-compliant gas collection and monitoring prior to liquid additions and/or leachate recirculation, whichever occurs first. It would require a public notice and comment period. In addition, EPA will be issuing a proposed rule for liquid additions at

Yolo County landfill. It would also require a public comment period. Either the FESOP or the site-specific rule (as appropriate) would contain the enforceable project monitoring requirements listed in Tables 2 and 3, and would require that Yolo County provide semi-annual reporting of the monitoring to project stakeholders and regulators in order to facilitate project evaluation.

EPA, the State, and other appropriate regulatory agencies will assess the project annually based on all information submitted. EPA will post Yolo County's project data on its Project XL web page semi-annually.

#### **H. Avoidance of Shifting of Risk Burden to Other Areas or Media**

Under the site specific Waste Discharge Requirement, the County is required to measure and monitor hydraulic head over the liner in addition to monitor liquid from the leak detection sumps and the underlying groundwater monitoring system. This will ensure that no shifting of risk burden to other environmental media associated with this project. The 40-mil HDPE liner covers the entire 12-acre base liner and will transmit any leakage from upper 60-mil HDPE composite liner system through the geonet/geotextile strips above the 40-mil HDPE liner to the lowest point sumps for early detection of leakage before it can reach the underlying groundwater. In addition, through the site-specific rule-making, the County will measure surface emission monitoring to determine the surface collection efficiency of the top liner and gas collection system. Test methods will be in accordance to NSPS CFR 40 Part 60 Subchapter WWW of the Clean Air Act.

### **IV. Description of the Requested Flexibility and Implementing Mechanisms**

#### **A. Requested Flexibility**

This section is primarily intended to describe federal flexibility needed for this XL project. It also discusses State and local flexibility believed to be necessary to authorize this project. To the extent such action is necessary and appropriate, it will be provided as part of this project and subject to public notice and comment.

In general, Yolo County proposes to be able to undertake a proposed bioreactor landfill project that falls within the limitations established in the XL agreement. Yolo County is requesting specific flexibility under the current state and/or federal regulations requirements for liquid addition as described below.

#### **Liquids Addition:**

Yolo County is requesting that U.S. EPA grant site-specific regulatory flexibility from the prohibition in 40 CFR 258.28 Liquid Restrictions, which may preclude addition of useful bulk or non-containerized liquid amendments. The County is proposing to supplement the liquid addition with ground water, but would like to obtain the flexibility to possibly utilize other liquids such as gray waters from wastewater treatment plant, septic waste, gray water, and food-processing wastes that is currently land applied. Liquid wastes such as these that normally have no beneficial use, may instead beneficially enhance the biodegradation of solid waste in a landfill for this project.

Yolo County also requests similar flexibility on liquid amendments from California and local regulatory entities. Several sections of the California Code of Regulations (CCR), Title 27,

Environmental Protection, address the recirculation of liquids in lined municipal waste landfills. While the regulations do not specifically endorse bioreactors like the regulations in the State of Washington, regulatory flexibility is provided. This portion of the agreement will describe specific regulations in Title 27 regarding recirculation.

Title 27, Chapter 3, Subchapter 2, Article 2, Section 20200, Part (d)(3), *Management of liquids at Landfills and Waste Piles* states the following:

*"Liquid or semi-solid waste (i. e. waste containing less than 50% solids, by weight), other than dewatered sewage or water treatment sludge as described in § 20220 (c), shall not be discharged to Class III landfills. Exceptions may be granted by the RWQCB if the discharger can demonstrate that such discharge will not exceed the moisture holding capacity of the waste either initially, or as the result of waste management operations, compaction, or settlement, so long as such discharge is not otherwise prohibited by applicable state or federal requirements".*

The above regulation specifically allows the Regional Water Quality Control Board, Central Valley Region (RWQCB) the ability to grant an exception regarding the discharge of liquids into a Class III landfill providing the moisture holding capacity is not exceeded. The previous demonstration project at the Yolo County Central Landfill provided a working demonstration as to the feasibility of the proposed bioreactor project. Through monitoring, instrumentation, and testing, it was demonstrated that liquid could be added in such a way that the holding capacity of the refuse is not exceeded. The same equipment and procedures will be utilized for the Module D bioreactor. Specific sections of this agreement present plan details regarding the method of liquid recirculation.

It should be noted that the preceding Part in the regulations (Section 20200, Part (d)(2) addresses the discharge of waste containing free liquids and does not apply to this application. The County is not proposing to discharge wastes containing free liquids, but is instead proposing to add liquids or semi-solid waste to the refuse already in-place. While the regulations state that wastes containing free liquids must be discharged to a Class II waste pile, the addition of liquids to existing waste in a Class III landfill is allowed by the regulations if an exception is granted by the RWQCB.

Title 27, Chapter 3, Subchapter 2, Article 4, Section 20340, Part (g)(1,2,3), *Leachate Collection and Removal Systems* states the following:

*"Leachate Handling – Except as otherwise provided under SWRCB Resolution No. 93-62 (for MSW landfills subject to 40CFR258.28), collected leachate shall be returned to the Unit(s) from which it came or discharged in another manner approved by the RWQCB. Collected leachate can be discharged to a different Unit only if:*

- 1. the receiving Unit has an LCRS, contains wastes which are similar in classification and characteristics to those in the Unit(s) from which leachate was extracted, and has at least the same classification (under Article 3 of this subchapter) as the Unit(s) from which leachate was extracted;*
- 2. the discharge to a different Unit is approved by the RWQCB;*
- 3. the discharge of leachate to a different Unit shall not exceed the moisture-holding capacity of the receiving unit, and shall comply with § 20200 (d)."*



The above section of Title 27 specifically allows the RWQCB to approve the discharge of leachate from other Units within a landfill to a receiving Unit as long as the wastes have similar classification and characteristics, the receiving Unit has a Leachate Collection and Removal System (LCRS), and the moisture-holding capacity of the refuse is not exceeded. These conditions are satisfied in that the wastes are similar throughout the landfill and Module D has a LCRS. Based on satisfying all of the conditions listed in the above regulatory requirement, the County is seeking approval from the RWQCB to discharge leachate generated from other Units within the Yolo County Central Landfill into Module D.

Title 27, Chapter 3, Subchapter 2, Article 5, Section 20937, Part (b)(4), *CIWMB – Control* states the following:

*“A gas control system shall be designed to: Provide for the collection and treatment and/or disposal of landfill gas condensate produced at the surface. Condensate generated from gas control systems shall not be recirculated into the landfill unless analysis of the condensate demonstrates to the satisfaction of the EA, that it is acceptable to allow recirculation into landfills which have a liner and an operational leachate collection system and the RWQCB approves such discharge pursuant to § 20200 (d).”*

Based on the design and operation of the Module D bioreactor, the LCRS and liner system are in place to allow for the recirculation of gas condensate. The County has submitted the analysis of constituents within the gas condensate in the site monitoring reports. Based on these factors, the County is seeking approval from the RWQCB to recirculate the condensate.

In reviewing the regulations regarding the recirculation of leachate and gas condensate, it appears that the County has satisfied all criteria enabling the RWQCB to grant approval for leachate/condensate recirculation in Module D. However, as previously discussed, the refuse deposited at the Yolo County Central Landfill is relatively dry. In order to have proper operation of a landfill bioreactor, the waste must attain its moisture holding capacity. This moisture level can not be reached with the addition of leachate and condensate alone but can be reached with other liquid supplements. Such flexibility in liquids additions is justified based on composting performance, available controls, and multiple environmental safeguards that have already been demonstrated in the smaller-scale 9000-ton test program at the Yolo County Central Landfill.

## **B. Legal Implementing Mechanisms**

To implement this Project, the parties intend to take the following steps:

1. EPA will propose for public comment and promulgate a site-specific rule amending 40 CFR 258.28 (Liquid Restrictions) for Yolo County’s facility. This site-specific rule will describe the project requirements and any other aspects of the rulemaking. It is expected that the site-specific rule will provide for Withdrawal or Termination and a Post-Project Compliance Period consistent with Section XI, and will address the Transfer procedures included in Section IX. The standards and reporting requirements set forth in Section III (and any attachments to this FPA) will be implemented in this site-specific rulemaking.

2. The State under its relevant authority expects to promulgate the appropriate rule changes, permit modifications, etc. to implement this FPA needed by Yolo County for this project. Except as provided in any rule(s), compliance order(s), permit provisions or other implementing mechanisms that may be adopted to implement the Project, the parties do not intend that this

FPA will modify or otherwise alter the applicability of existing or future laws or regulations to Yolo County's facility.

3. The Yolo-Solano Air Quality Management District under its relevant authority expects to modify any permits necessary to implement this FPA.

4. Except as provided in any rule(s), compliance order(s), permit provisions or other implementing mechanisms that may be adopted to implement the Project, the parties do not intend that this FPA will modify or otherwise alter the applicability of existing or future laws or regulations to Yolo County's Solid Waste Management Facility.

5. By signing this FPA, EPA, Yolo County, the State of California and its local authorities acknowledge and agree that they have the respective authorities and discretion to enter into this FPA and to implement the provisions of this project, to the extent appropriate.

## **V. Discussion of Intentions and Commitments for Implementing the Project**

### **A. Yolo County's Intentions and Commitments**

#### **1. Enforceable**

Yolo County will comply with all applicable environmental requirements during implementation of this Project.

The County will establish a record keeping system to ensure compliance, as well as accurate reporting of monitoring data from Tables 2 and 3.

Yolo County will submit an application to the Yolo-Solano Air Quality Management District requesting that the District issue, to Yolo County, a federally enforceable state operating permit (FESOP) which incorporates all of the landfill gas monitoring requirements specified in Table 3 of this agreement and contains adequate provisions to ensure that landfill gas is collected and controlled in accordance with the requirements of 40 CFR, part 60, Subpart WWW - Standards of Performance for Municipal Solid Waste Landfills. Yolo County will work diligently with the District to ensure that the FESOP is issued in a timely manner.

#### **2. Voluntary**

Yolo County intends to operate its next 20-acre landfill module near Davis, California as a controlled bioreactor landfill to attain a number of superior environmental and cost savings benefits.

The County is committed to working with federal, state, and local governments to demonstrate, with regulatory flexibility, how a bioreactor landfill can attain more desirable environmental results than a conventional landfill.

The County commits to exploring alternatives in their energy generation system which would minimize the amount of additional NO<sub>x</sub> generated.

Yolo County intends to provide accurate data for the proposed bioreactor landfill. This data should enable EPA and the State to develop or modify regulatory requirements for identified parameters, such as those identified in Table 2 and Table 3 of this FPA.

Yolo County intends to continue to provide resources to maintain the schedules set forth in this FPA.

## **B. EPA's, State of California, and other local regulatory agency's Intentions and Commitments**

EPA intends to propose and issue (subject to applicable procedures and review of public comments) a site-specific rule, amending 40 CFR Part 258.28, that applies specifically to the Yolo County's solid waste landfill site in Davis. The site-specific rule will also provide for withdrawal or termination and a post-Project compliance period consistent with Section XI of this Agreement, and will address the transfer procedures included in Section IX. Monitoring, record keeping, and reporting requirements will be implemented in the site-specific rule. EPA will work with other parties, stakeholders and the appropriate local, regional, state and federal agencies to facilitate the process.

The State and other local governing regulatory agencies will assist the XL Project Team in understanding all applicable regulatory and/or permitting requirements for the Project, and evaluate any need for regulatory flexibility openly with the Team.

The Yolo-Solano Air Quality Management District under its relevant authority expects to modify any permits necessary to implement this FPA. The monitoring, record keeping, and reporting requirements will be implemented in the FESOP.

EPA and the other regulatory agencies will review and assess annual and periodic reports submitted by Yolo County.

EPA will review the Project to determine whether it results in superior environmental performance.

The State and other local regulatory agencies will assist EPA in reviewing the Project to determine whether it results in superior environmental performance.

## **C. Project XL Performance Targets**

See Table 6, Superior Environmental Performance.

## **D. Proposed Schedule and Milestones**

This project will be developed and implemented over a time period necessary to complete its desired major objectives, beginning from the date that the final legal mechanism becomes effective, unless it is terminated earlier or extended by agreement of all Project Signatories. An expected timeline is shown in below, Table 7.

**Table 7- Project XL Delivery Schedule**

Project Task	Delivery Date
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• RWQCB approved the revised Waste Discharge Requirement Permit	June 15, 2000
• Draft FPA circulated to stakeholders for comments	June 22, 2000
• Preliminary comments received for final Draft FPA	July 3, 2000
• Begin instrumentation installation and waste filling in bioreactor	
• Official public comment period for Draft FPA	August 25, 2000
• All parties sign FPA document	September 15, 2000
• Federal Register for Yolo County XL Project proposed rule begins	September 30, 2000
• Federally-enforceable State Operating Permit in place	October 31, 2000
• First lift of waste in anaerobic bioreactor finished and begin waste placed in aerobic bioreactor	November 30, 2000
• Federal approval obtained for liquid addition	November 30, 2000
• Begin second lift of waste placement in anaerobic bioreactor	January 1, 2001
• Monitor cell temperature and moisture	
• Place intermediate soil cover and start gas monitoring and collection	
• Complete the following for the aerobic bioreactor: waste placement, instrumentation, data acquisition and control system, leachate injection system, air injection system, gas and leachate monitoring, and cover system	March 1, 2001
• Start liquid addition, air injection, and monitoring in aerobic bioreactor	April 1, 2001
• Complete placement of last lift of waste in anaerobic cell	November 1, 2001
• Install gas collection and leachate injection in each lift of waste	
• Monitor cell for start of landfill gas generation and operate gas collection system as soon as landfill gas is produced	
• Complete instrumentation, data acquisition and control system, leachate injection system, gas collection and monitoring system, and cover system	
• Begin liquid injection and continue gas collection in anaerobic bioreactor	December 1, 2001
• Data collection and reporting will continue	July 2000-July 2004

## **E. Project Tracking, Reporting and Evaluation**

The project tracking, reporting and evaluation will be accomplished for project sponsors including EPA in accordance with, among other things, EPA requests. The County agrees to provide data to EPA and EPA has agreed to post this information on the EPA's web page. County will also make data from project available through publishing in professional journals and magazines.

The County will prepare semi-annual reports which will include all monitoring data commencing with the execution of the Final Project Agreement and deliver them to USEPA and the stakeholders. An annual meeting will be held to review the project progress and results to date

for as long as Yolo County continues to add liquid and/or recirculate leachate at its site under the provisions of the site specific rule(s) promulgated to implement this XL project.

#### **F. Periodic Review by the Parties to the Agreement**

The Parties will hold periodic performance review conferences to assess their progress in implementing this Project. Unless they agree otherwise, the date for those conferences will be concurrent with annual Stakeholder Meetings. No later than thirty (30) days following a periodic performance review conference, Yolo County will provide a summary of the minutes of that conference to all Direct Stakeholders. Any additional comments of participating Stakeholders will be reported to EPA.

#### **G. Duration of Project**

This Agreement will remain in effect for 5 years after signing, unless the Project ends at an earlier date, as provided under Section VIII (Amendments or Modifications), Section XI (Withdrawal or Termination), or Section IX (Transfer of Project Benefits and Responsibilities). The implementing mechanism(s) will contain “sunset” provisions ending authorization for this Project 5 years after the effective date of the FPA. They will also address withdrawal or termination conditions and procedures (as described in Section XI). This Project will not extend past the agreed upon date, and Yolo County will comply with all applicable requirements following this date (as described in Section XII), unless all parties agree to an amendment to the Project term (as provided in Section VIII).”

### **VI. Legal Basis for the Project**

#### **A. Authority to Enter Into the Agreement**

By signing this Agreement, all signatories acknowledge and agree that they have the respective authorities, discretion, and resources to enter into this Agreement and to implement all applicable provisions of this Project, as described in this Agreement.

#### **B. Legal Effect of the Agreement**

This Agreement states the intentions of the Parties with respect to Yolo County’s XL Project. The Parties have stated their intentions seriously and in good faith, and expect to carry out their stated intentions. This Agreement in itself does not create or modify legal rights or obligations, is not a contract or a regulatory action, such as a permit or a rule, and is not legally binding or enforceable against any Party. Rather, it expresses the plans and intentions of the Parties without making those plans and intentions binding requirements. This applies to the provisions of this Agreement that concern procedural as well as substantive matters. Thus, for example, the Agreement establishes procedures that the parties intend to follow with respect to dispute resolution and termination (see Sections X and XI). However, while the parties fully intend to adhere to these procedures, they are not legally obligated to do so.

EPA intends to propose for public comment a site-specific rule making needed to implement this Project. Any rules, permit modifications or legal mechanisms that implement this Project will be effective and enforceable as provided under applicable law.

This Agreement is not a "final agency action" by EPA, because it does not create or modify legal rights or obligations and is not legally enforceable. This Agreement itself is not subject to judicial review or enforcement. Nothing any Party does or does not do that deviates from a provision of this Agreement, or that is alleged to deviate from a provision of this Agreement, can serve as a basis for any claim for damages, compensation or other relief against any Party.

### **C. Other Laws or Regulations That May Apply**

Except as provided in the legal implementing mechanisms for this Project, the parties do not intend that this Final Project Agreement will modify any other existing or future laws or regulations.

### **D. Retention of Rights to Other Legal Remedies**

Except as expressly provided in the legal implementing mechanisms described in Section IV, nothing in this Agreement affects or limits Yolo County's, EPA's, the State's, or any other signatory's legal rights. These rights may include legal, equitable, civil, criminal or administrative claims or other relief regarding the enforcement of present or future applicable federal and state laws, rules, regulations or permits with respect to the facility.

Although Yolo County does not intend to challenge agency actions implementing the Project (including any rule amendments or adoptions, permit actions, or other action) that are consistent with this Agreement, Yolo County reserves any right it may have to appeal or otherwise challenge any EPA, state of California, or local agency action to implement the Project. With regard to the legal implementing mechanisms, nothing in this Agreement is intended to limit Yolo County's right of to administrative or judicial appeal or review of those legal mechanisms, in accordance with the applicable procedures for such review.

## **VII. Unavoidable Delay During Project Implementation**

"Unavoidable delay" (for purposes of this Agreement) means any event beyond the control of any Party that causes delays or prevents the implementation of the Project described in this Agreement, despite the Parties' best efforts to put their intentions into effect. An unavoidable delay can be caused by, for example, a fire or acts of war.

When any event occurs that may delay or prevent the implementation of this Project, whether or not it is avoidable, the Party to this Agreement who knows about it will immediately provide notice to the remaining Parties. Within ten (10) days after that initial notice, the Party should confirm the event in writing. The confirming notice should include: 1) the reason for the delay; 2) the anticipated duration; 3) all actions taken to prevent or minimize the delay; and 4) why the delay was considered unavoidable, accompanied by appropriate documentation.

If the Parties, agree that the delay is unavoidable, relevant parts of the Project schedule (see Section V.) will be extended to cover the time period lost due to the delay. If they agree, they will also document their agreement in a written amendment to this Agreement. If the Parties don't agree, then they will follow the provisions for Dispute Resolution outlined below.

This section applies only to provisions of this Agreement that are not implemented by legal implementing mechanisms. Legal mechanisms, such as permit provisions or rules, will be subject to modification or enforcement as provided under applicable law.

## **VIII. Amendments or Modifications to the Agreement**

This Project is an experiment designed to test new approaches to environmental protection and there is a degree of uncertainty regarding the environmental benefits and costs associated with activities to be undertaken in this Project. Therefore, it may be appropriate to amend this Agreement at some point during its duration.

This Final Project Agreement may be amended by mutual agreement of all parties at any time during the duration of the Project. The parties recognize that amendments to this Agreement may also necessitate modification of legal implementation mechanisms or may require development of new implementation mechanisms. If the Agreement is amended, EPA and Yolo County expect to work together with other regulatory bodies and stakeholders to identify and pursue any necessary modifications or additions to the implementation mechanisms in accordance with applicable procedures (including public notice and comment). If the parties agree to make a substantial amendment to this Agreement, the general public will receive notice of the amendment and be given an opportunity to participate in the process, as appropriate.

In determining whether to amend the Agreement, the parties will evaluate whether the proposed amendment meets Project XL acceptance criteria and any other relevant considerations agreed on by the parties. All parties to the Agreement will meet within ninety (90) days following submission of any amendment proposal (or within a shorter or longer period if all parties agree) to discuss evaluation of the proposed amendment. If all parties support the proposed amendment, the parties will (after appropriate stakeholder involvement) amend the Agreement.

## **IX. Transfer of Project Benefits and Responsibilities to a New Owner**

The parties expect that the implementing mechanisms will allow for a transfer of Yolo County's benefits and responsibilities under the Project to any future owner or operator upon request of Yolo County and the new owner or operator, provided that the following conditions are met:

A. Yolo County will provide written notice of any such proposed transfer to the EPA, the state of California, and all applicable local agencies at least ninety (90) days before the effective date of the transfer. The notice is expected to include identification of the proposed new owner or operator, a description of its financial and technical capability to assume the obligations associated with the Project, and a statement of the new owner or operator's intention to take over the responsibilities in the XL Project of the existing owner or operator.

B. Within forty-five (45) days of receipt of the written notice, the parties expect that EPA, the state of California, and all applicable local agencies in consultation with all stakeholders, will determine whether: 1) the new owner or operator has demonstrated adequate capability to meet EPA's requirements for carrying out the XL Project; 2) is willing to take over the responsibilities in the XL Project of the existing owner or operator; and 3) is otherwise an appropriate Project XL partner. Other relevant factors, including the new owner or operator's record of compliance with Federal, State and local environmental requirements, may be considered as well.

It will be necessary to modify the Agreement to reflect the new owner and it may also be necessary for EPA, the state of California, and all applicable local agencies to amend appropriate rules, permits, or other implementing mechanisms (subject to applicable public notice and

comment) to transfer the legal rights and obligations of Yolo County under this Project to the proposed new owner or operator. The rights and obligations of this project remain with Yolo County prior to their final, legal transfer to the proposed transferee.

## **X. Process for Resolving Disputes**

Any dispute which arises under or with respect to this Agreement will be subject to informal negotiations between the parties to the Agreement. The period of informal negotiations will not exceed twenty (20) calendar days from the time the dispute is first documented, unless that period is extended by a written agreement of the parties to the dispute. The dispute will be considered documented when one party sends a written Notice of Dispute to the other parties.

If the parties cannot resolve a dispute through informal negotiations, the parties may invoke non-binding mediation by describing the dispute with a proposal for resolution in a letter to the Regional Administrator for EPA Region 9, with a copy to all parties. The Regional Administrator will serve as the non-binding mediator and may request an informal mediation meeting to attempt to resolve the dispute. He or she will then issue a written opinion that will be non-binding and does not constitute a final EPA action. If this effort is not successful, the parties still have the option to terminate or withdraw from the Agreement, as set forth in Section XI below.

## **XI. Withdrawal From or Termination of the Agreement**

### **A. Expectations**

Although this Agreement is not legally binding and any party may withdraw from the Agreement at any time, it is the desire of the parties that it should remain in effect through the expected duration of 5 years, and be implemented as fully as possible unless one of the conditions below occurs:

1. Failure by any party to (a) comply with the provisions of the enforceable implementing mechanisms for this Project, or (b) act in accordance with the provisions of this Agreement. The assessment of the failure will take its nature and duration into account.
2. Failure of any party to disclose material facts during development of the Agreement.
3. Failure of the Project to provide superior environmental performance consistent with the provisions of this Agreement.
4. Enactment or promulgation of any environmental, health or safety law or regulation after execution of the Agreement, which renders the Project legally, technically or economically impracticable.
5. Decision by an agency to reject the transfer of the Project to a new owner or operator of the facility.

In addition, EPA, the state of California, and all applicable local agencies do not intend to withdraw from the Agreement if Yolo County does not act in accordance with this Agreement or its implementation mechanisms, unless the actions constitute a substantial failure to act



consistently with intentions expressed in this Agreement and its implementing mechanisms. The decision to withdraw will, of course, take the failure's nature and duration into account.

Yolo County will be given notice and a reasonable opportunity to remedy any "substantial failure" before EPA's withdrawal. If there is a disagreement between the parties over whether a "substantial failure" exists, the parties will use the dispute resolution mechanism identified in Section X of this Agreement. EPA, the State of California, and all applicable local agencies retain their discretion to use existing enforcement authorities, including withdrawal or termination of this Project, as appropriate. Yolo County retains any existing rights or abilities to defend itself against any enforcement actions, in accordance with applicable procedures.

## **B. Procedures**

The parties agree that the following procedures will be used to withdraw from or terminate the Project before expiration of the Project term. They also agree that the implementing mechanism(s) will provide for withdrawal or termination consistent with these procedures.

1. Any party that wants to terminate or withdraw from the Project is expected to provide written notice to the other parties at least sixty (60) days before the withdrawal or termination.
2. If requested by any party during the sixty (60) day period noted above, the dispute resolution proceedings described in this Agreement may be initiated to resolve any dispute relating to the intended withdrawal or termination. If, following any dispute resolution or informal discussion, a party still desires to withdraw or terminate, that party will provide written notice of final withdrawal or termination to the other parties.

If any agency withdraws or terminates its participation in the Agreement, the remaining agencies will consult with Yolo County to determine whether the Agreement should be continued in a modified form, consistent with applicable federal or State law, or whether it should be terminated.

3. The procedures described in this Section apply only to the decision to withdraw or terminate participation in this Agreement. Procedures to be used in modifying or rescinding any legal implementing mechanisms will be governed by the terms of those legal mechanisms and applicable law. It may be necessary to invoke the implementing mechanism's provisions that end authorization for the Project (called "sunset provisions") in the event of withdrawal or termination.

## **XII. Compliance After the Project is Over**

The parties intend that there be an orderly return to compliance upon completion, withdrawal from, or termination of the Project, as follows:

### **A. Orderly Return to Compliance with Otherwise Applicable Regulations, if the Project Term is Completed**

If, after an evaluation, the Project is terminated because the term has ended, Yolo County will return to compliance with all applicable requirements by the end of the Project term, unless the Project is amended or modified in accordance with Section VIII of this Agreement (Amendments or Modifications). Yolo County is expected to anticipate and plan for all activities to return to

compliance sufficiently in advance of the end of the Project term. Yolo County may request a meeting with EPA, the state of California, and all applicable local agencies to discuss the timing and nature of any actions that they will be required to take. The parties should meet within thirty days of receipt of Yolo County's written request for such a discussion. At and following such a meeting, the parties should discuss in reasonable, good faith, which of the requirements deferred under this Project will apply after termination of the Project."

**B. Orderly Return to Compliance with Otherwise Applicable Regulations in the Event of Early Withdrawal or Termination**

In the event of a withdrawal or termination not based on the end of the Project term and where Yolo County has made efforts in good faith, the parties to the Agreement will determine an interim compliance period to provide sufficient time for Yolo County to return to compliance with any regulations deferred under the Project. The interim compliance period will extend from the date on which EPA, the state of California, and all applicable local agencies provides written notice of final withdrawal or termination of the Project, in accordance with Section XI of this Project Agreement. By the end of the interim compliance period, Yolo County will comply with the applicable deferred standards set forth in 40 CFR Part 258.28. During the interim compliance period, EPA, the state of California, and any applicable local agency may issue an order, permit, or other legally enforceable mechanism establishing a schedule for Yolo County to return to compliance with otherwise applicable regulations as soon as practicable. This schedule cannot extend beyond 6 months from the date of withdrawal or termination. Yolo County intends to be in compliance with all applicable Federal, State, and local requirements as soon as is practicable, as will be set forth in the new schedule.

**XIII. Signatories and Effective Date**

1. Felicia Marcus  
Regional Administrator  
U.S. Environmental Protection Agency, Region 9  
Signature \_\_\_\_\_  
Date \_\_\_\_\_

2. John Bencomo  
Director  
Yolo County Planning and Public Works  
Signature \_\_\_\_\_  
Date \_\_\_\_\_

3. Gary Carlton  
Executive Officer  
California Regional Water Quality Control Board  
Signature \_\_\_\_\_  
Date \_\_\_\_\_

4. Larry Greene  
Air Pollution Control Officer

Yolo-Solano Air Quality Management District

Signature \_\_\_\_\_

Date \_\_\_\_\_

5.. John Pacey

Solid Waste Association of North America

Signature \_\_\_\_\_

Date \_\_\_\_\_

6. Don Augustine

Institute for Environmental Management

Signature \_\_\_\_\_

Date \_\_\_\_\_

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